

CHANGES IN THE SAN FRANCISCO

HOUSING INVENTORY

1975

SAN FRANCISCO DEPARTMENT OF CITY PLANNING, MAY 1976

S U M M A R Y

1. Certification of 2,495 units completed made 1975 the year in which more units were added to the stock than in any year since the mid 1960's. The gain was offset by 439 units removed from the stock through demolition making a net gain of 2,056 units.
2. Of the units added to the stock, the majority were in twenty or more unit complexes (1,541 units or nearly 62%). In recent years, these large complexes have assumed a horizontal rather than vertical character, and in form resembling duplexes and flats in contrast to the high rise buildings of earlier years. Though by comparison their numbers were not great, the 264 single family structures recorded in 1975 were a significant increase in that category from previous years. However, with estimated construction costs in the \$35,000 and up range, the units, many located in the southern central part of the City would be available primarily to families with an annual income of \$25,000 or more.
3. Nearly forty two percent of the units completed in 1975 were one bedroom units and 17 percent were studio units. Of the balance, three or more bedroom units, found primarily in single family homes and in projects in Redevelopment areas were 16 percent of the whole and two bedroom units about 19 percent. Thus, the completions in 1975 continued a trend towards the construction of smaller units, caused in part by inflation and in part as a response to a market for them.
4. The number of units demolished in 1975, 439, declined appreciably from the 774 in 1974 and the 925 in 1973. Although approximately two-thirds of the units removed were in Redevelopment project areas, there was little displacement in 1975, since most units had been designated for removal and vacated long prior to their demolition. Of the 296 removed through public action 256 were temporary public housing structures in the South Bayshore district.
5. Sixteen hotels, containing 1215 guest rooms were demolished in 1975. Of these, five were located in the Yerba Buena project area (740 rooms) and three in the Western Addition A2 project (120 rooms). In all only 99 households, largely single persons, required relocation from the affected build-

ings. Three structures, with a total of 162 rooms, were demolished by private action.

6. Nearly two-thirds of all housing units completed were found in three districts: Ingleside (833 units; 33.4%); Central (389 units; 15.6%); Western Addition (388 units; 15.6%). These completions occurred in large developments. By contrast, a 166 units of single family housing were completed in a number of smaller projects in the South Central District, most of which were in the three or more bedroom category.

1975 Changes in the Housing Inventory Report

S A N F R A N C I S C O

H O U S I N G P R O F I L E , 1 9 7 5

Net Change

The net addition to the City's housing stock in 1975 consisted of 2,056 dwelling units and 326 structures. As in previous years, the largest number of structures were single family dwellings; the largest number of units were to be found in twenty or more unit structures. Unlike the recent past, there was a net gain rather than a net loss of structures. During the last few years, lower density structures (generally from two to nine unit buildings) suffered losses. In 1975, all classes of structures experienced net gains.

TABLE 1

Net Change in Housing Structures and Units, 1975

Structure Type (No. of Units)	No. of Structures	No. of Units
Single Family	235	235
Two Family	38	76
Three Family	5	15
Four Family	2	8
5-9 Family	3	18
10-19 Family	20	263
20 or More	23	1441
Total	326	2056

The net gain in 1975 of 2,056 units and 326 structures exceeded that of 1974, (1,680 units and 204 structures) and thus became one of the largest net additions to the stock since the mid-1960's. The effect of the addition on the total stock of the City left the share by structure type relatively unchanged, as shown in Table 2.

TABLE 2

San Francisco Housing Stock, December 1975

Structure Type (No. of Units)	No. of Units	PerCent
Single Family	103262	32.6
Two Family	40042	12.7
3 to 4 Family	32173	10.2
5 to 9 Family	33946	10.7
10 or More	107054	33.8
Total	316477	100.0

Given the fact that San Francisco is a mature city with a long established stock of housing, the slight impact on the figures is not surprising. The composition of the City's stock, with a majority of units in the multi-family category, has not changed greatly during the past twenty years.

However, incremental changes in the stock, the small additions and removals relative to the whole, are nonetheless an important means for maintaining the level of housing quality. New additions reflect changes in tastes and building technology; removals often affect those units in the stock which have passed a certain threshold of economically feasible maintenance or re-

habilitation. To this generalization, there are exceptions, cases in which sound housing has been removed to make way for other uses. However, in recent years the policy of the City has been and is the conservation and maintenance of its existing sound housing stock. The result of policies such as interim zoning controls, has been to reduce the number of sound housing units removed from the stock for solely economic reasons.

Analysis of the information by district reveals that three fourths of the net additions to the City's housing stock occurred in three districts: Ingleside, Central, and Western Addition. In the Ingleside district, the 830 new units were concentrated principally in the Lake Merced Area and consisted of rental and condominium units. The gains in the Central and Western Addition areas occurred in the two Redevelopment Project Areas, Diamond Heights and Western Addition II respectively. In the latter, completions were offset by continued demolitions as more of the area is prepared for new development. The remaining one fourth of the units added to the stock was concentrated principally in four districts; South Central, Inner Sunset, Marina, and Northeast. Net losses were sustained in the South of Market and South Bayshore Districts. Those in the South Bayshore consisted almost entirely of the temporary public housing units on Hunter's Point Ridge scheduled to be removed to make way for new housing development. Although the number removed was large, there was no dislocation of households since most of the units had been vacated long before their demolition. In the Downtown area, no housing units were removed and none added, nor were any residential hotels reported demolished.

Housing Units Certified Complete

In 1975, as in 1974, the certification of completed units surpassed the performance of recent years. Since 1960, the beginning of this statistical series, the average annual number of housing units completed has been 2,370 units. This figure is strongly influenced by unusually high production in the mid 1960's when available credit for building coupled with other incentives to produce the low-density frame apartment house favored by builders of that time. The current level of production is remarkable, by San Francisco standards, for the number of units being completed during lean housing years, and for the type. In part, the volume may be explained by the duration from start to completion of larger projects, especially those in redevelopment areas. Completions this year reflect a strong emphasis, on single family homes and town house developments.

TABLE 3

Housing Units Certified Complete, 1975
by Structure Type

Structure Type	...Structures...	Units.....	
	Number	PerCent	Number	PerCent
Single Family	264	63.0	264	10.6
Two Family	55	13.1	110	4.4
Three Family	14	3.3	42	1.7
Four Family	15	3.6	60	2.4
5-9 Family	23	5.5	164	6.6
10-19 Family	24	5.7	314	12.6
20 or More	24	5.7	1541	61.8
Total	419	100.0	2495	100.0

The bulk of building development is found in complexes of twenty or more units. Although the term structure is used to describe such arrangements, in recent years the structure tends to be a horizontal rather than vertical development. Thus, in the twenty or more unit category will fall dwellings that more nearly resemble townhouses, duplexes, or flats than multistoried buildings. While it is not possible to determine the precise configuration of the buildings from permit data available for this study, other indicators show that the majority of large complexes recently built are of this nature.

Three districts captured nearly two thirds of all the units completed in 1975. They were: Ingleside (833 units, 33.4%); Central (389 units, 15.6%); and Western Addition (388 units, 15.6%). The distinguishing characteristic of these three was that the units were clustered in major developments. In the Ingleside District 720 units were certified in the development on John Muir Drive. These units contained 258 studio, 374 one bedroom and 88 two bedroom units, and were primarily oriented to adult single persons or couples without children. Most of the remaining 833 units completed in the district were townhouse and condominiums consisting of

two bedroom units in the Lake Merced Heights development. In the Central and Western Addition districts, the major additions to the stock were located in redevelopment projects. Most of the additions in the Diamond Heights project were one bedroom units in market rate housing. In the Western Addition, completion of a number of units in the Nihon Machi complex accounted for a major share of units. A number of the units were smaller, designed for the elderly. Together with units completed in the Ammel Park project they contributed to the share of moderate priced housing sponsored under section 235.

The most surprising addition to the housing stock, however, was made in the South Central District. Here 166 units of single family housing were completed, most of which were in the three or more bedroom category. These were not inexpensive units, construction costs falling mostly in the range from \$35,000 to \$45,000 for most units. All of this housing was of the conventional single family variety, ranging from the row house to the free standing dwelling. While often constructed in quantities of ten or more units, it could not be described as a development complex as were units in the districts previously discussed. Rather, individual contractors turned from the more expensive sites in the northern portion of the city to an area previously neglected. Here they could find lots on which they could afford to build single family housing as "in-fill" development. Financing could be procured for this kind of housing and a market for it still exists. Given the basic costs of construction and land, these units cannot be considered to serve a need for moderate priced single family homes. Single family housing figured in other districts of the City as well, primarily in the Ingleside district and in the Inner Sunset. In all cases, these units were built as the opportunity offered, and in most cases, they were expensive single family housing.

Number of Bedrooms

Units completed in 1975 again demonstrate a continuing tendency to construct smaller units. Despite the 396 units having three or more bedrooms, more than half of the units (1,459) contained at most one bedroom. The tendency to smaller units reflects two major considerations. The first is an economic one. Inflationary building costs tend to put pressure on the size of the units constructed, and builders respond with a mix favoring smaller units. The second factor, however, is the market which is dictated by both economic and demographic forces. In San Francisco, there has been a sharp decline in

household size during recent years. This accounts for the fact that although population declined from 1960 to 1970 (740,315 to 715,674) the number of occupied households increased from 291,975 to 295,174. Given the general population trends for the United States, it appears that the trend towards smaller household size will continue, and that places like San Francisco will continue to attract single adults and childless couples in the years to come.

TABLE 4

Housing Units Certified Complete, 1975
by Number of Bedrooms

Unit Type	Number of Units	PerCent
Studio	414	16.6
One Bedroom	1045	41.9
Two Bedrooms	477	19.1
Three or More Bedrooms	396	15.9
Bedrooms not Known	163	6.5
Total	2495	100.0

Contribution of Public Action to Housing Completion

The total estimated cost of construction put in place in 1975 is \$57,938,601. This figure does not include the costs of land acquisition, financing charges, and other costs related to building nor does it include profits of development. In 1975, the private market dominated the share of construction costs, at 45 million dollars or 78% of the total value. Activity in Redevelopment project areas was confined to the Western Addition and Diamond Heights areas. No new public housing was completed. It is expected that Hunter's Point, temporarily delayed by the Federal housing moratorium imposed during the Nixon administration, will be coming into the marketplace in 1976 and 1977. In addition, there should continue to be a number of completions in the Western Addition A2 project area as the project is brought to completion.

TABLE 5

Housing Completion by Public and Private Actions, 1975

	Number of Units	PerCent	Estimated \$ Costs	PerCent
Private Action	1853	74	45024941	78
Public Action	642	26	12913660	22
Redevelopment Areas	642	26	12913660	22
Western Addition A-2	344	14	6048751	10
Yerba Buena Center	0	0	0	0
Diamond Heights	298	12	6864909	12
Hunters Point	0	0	0	0
Public Housing	0	0	0	0
City Total	2495	100	57938601	100

San Francisco and the Bay Area

For the Bay Area and for San Francisco, permits applied for in 1975 continue to reflect the depressed state of the housing market. Most affected in rest of the Bay Area by the uncertainties of the economic situation has been the multi-family market, which declined sharply from 19,794 units in 1973 to 7,664 units in 1974 and yet further in 1975 to 5,865 units. In San Francisco, the figures for the three years respectively have been 3,856, 1,163 and 866, which, relatively speaking, has been a rate of decline than for the rest of the Bay Area.

TABLE 6

San Francisco Bay Area

Number of Housing Units Authorized
by building permits, 1975

County	Single Family	Multi Family	Total	Estimated Cost *	% Single Family of Total
Alameda	2655	817	3472	3472.0	76.5
Contra Costa	3797	517	4314	4314.0	88.0
Marin	759	389	1148	1148.0	66.1
Napa	504	162	666	666.0	75.7
San Francisco	276	866	1142	1142.0	24.2
San Mateo	1323	609	1932	1932.0	68.5
Santa Clara	5700	2254	7954	7954.0	71.7
Solano	1972	495	2467	2467.0	79.9
Sonoma	2231	622	2853	2853.0	78.2
Total	19217	6731	25948	25948.0	74.1

* Estimated cost in thousands of dollars

Source: 'Construction Reports', Real Estate Research Council
of Northern California & Security Pacific Bank

Although the multi family market has suffered a sharp reverse in the past two years, single family housing continues in a relatively strong position. One explanation offered for this, particularly in San Francisco, where the trend is better than it has been in recent years, is that in these difficult times, the single family house permits contractors to "break even" and hold out until better times. Without these projects, it would be difficult for the industry to survive the economic slump of recent years.

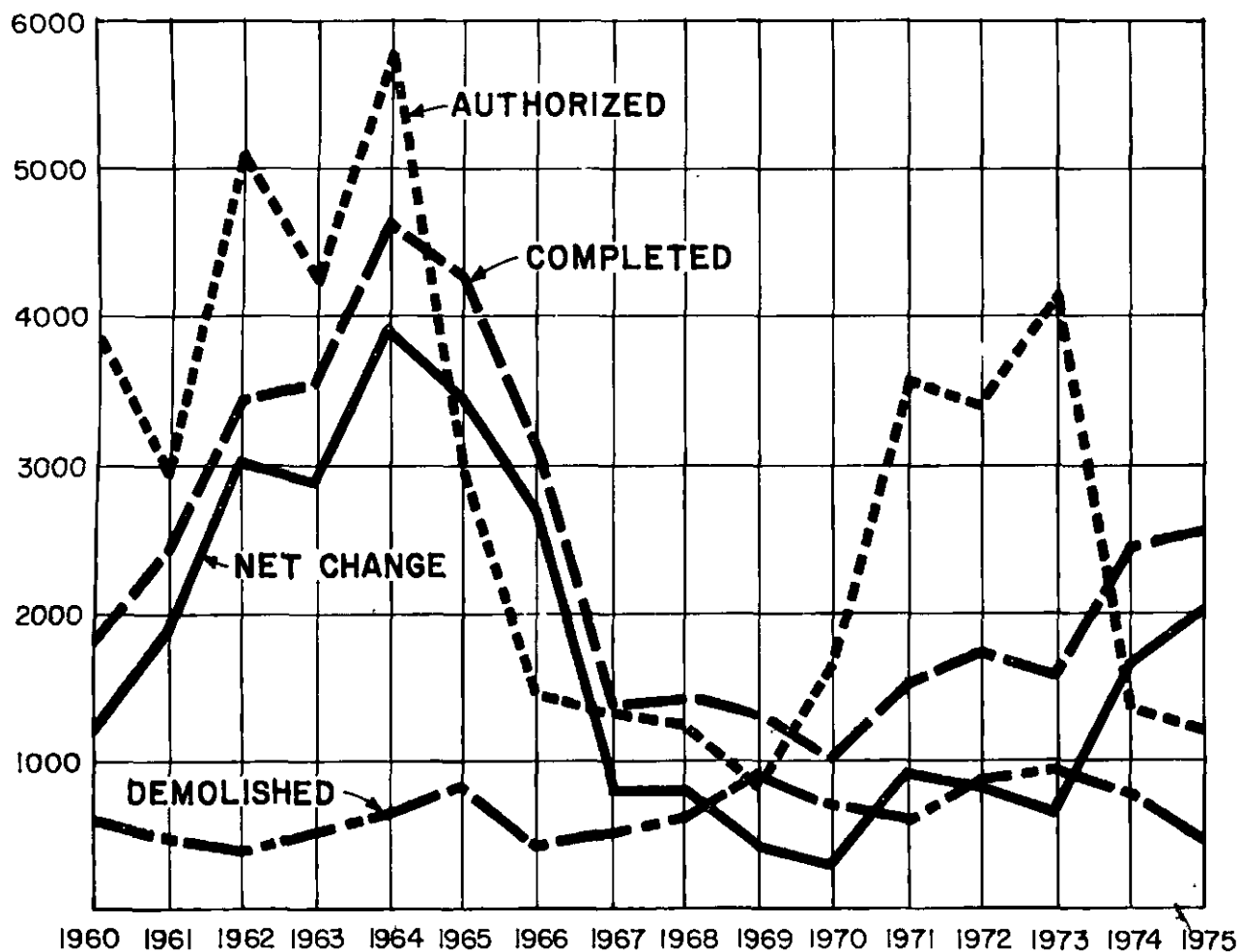
TABLE 7

Housing Units Authorized by Building Permit
San Francisco and the Bay Area, 1970 - 1975

	1975	1974	1973	1972	1971	1970
Total Bay Area	25948	26116	48594	61000	67157	48691
Total Bay Area Minus San Francisco	24806	24730	44444	57561	63543	46920
Total San Francisco	1142	1386	4150	3439	3614	1771
Multi Family Bay Area minus San Francisco	5865	7664	19794	27352	32902	28573
Multi Family San Francisco	866	1163	3865	3270	3439	1627
Single Family Bay Area minus San Francisco	18941	17066	24650	30209	30641	18347
Single Family San Francisco	276	223	285	169	175	144

Source: 'Construction Reports', 1970 - 1975
San Francisco Bay Area, Dept. of Commerce, Real Estate
Research Council of Northern Calif. & Security Pacific Bank

HOUSING UNIT TRENDS 1960-1975



Demolition

In 1975, 439 units in 93 structures were recorded demolished. Two thirds of the demolition occurred in five or more unit structures. The recorded demolitions represent the smallest number removed from stock since 1966.

TABLE 8
Housing Unit Demolitions, 1975
by Structure Type

Structure Type	...Structures...	Units.....	
	Number	PerCent	Number	PerCent
Single Family	29	31.2	29	6.6
Two Family	17	18.3	34	7.7
Three Family	9	9.7	27	6.2
Four Family	13	14.0	52	11.8
5-9 Family	20	21.5	146	33.3
10-19 Family	4	4.3	51	11.6
20 or More	1	1.1	100	22.8
Total	93	100.0	439	100.0

Public action, primarily clearance for Redevelopment projects, accounted for two thirds of the demolished units. In the South Bayshore Planning District, 256 units were removed. These units, part of the Hunter's Point ridge temporary public housing, had been vacant and slated for removal for some time. Similarly, vacant units in the Western Addition were removed in preparation for completion of the A-2 project.

Demolition resulting from Public Action has accounted for an average of approximately sixty percent of total demolitions in the past nine years. It is expected that this kind of demolition will decline as the major clearance and redevelopment projects reach completion during the late 'seventies.

TABLE 9

Demolition by Public Action, 1975
by Structure Type

Structure Type	...Structures...	Units.....	
	Number	PerCent	Number	PerCent
Single Family	1	2.7	1	0.3
Two Family	5	13.5	10	3.4
Three Family	3	8.1	9	3.0
Four Family	8	21.6	32	10.8
5-9 Family	18	48.6	132	44.6
10-19 Family	1	2.7	12	4.1
20 or More	1	2.7	100	33.8
Total	37	100.0	296	100.0

TABLE 10

Share of Demolition Accounted for by Public Action, 1967 - 1975

Year	Total Units Demolished	Demolished as a Result of Public Action	Public Action as PerCent of Total
1975	439	296	67.4
1974	774	575	74.3
1973	925	647	69.9
1972	869	432	49.7
1971	557	205	36.8
1970	730	464	63.6
1969	898	570	63.5
1968	628	439	69.9
1967	523	203	38.8
Total	6343	3831	60.4

In 1975, sixteen hotels were demolished containing 1215 guest rooms. The majority of these came about as a result of public action. Seven hundred forty rooms in five structures were removed in the Yerba Buena Center project and a total of 95 households were displaced, primarily single persons. In the Western Addition area, 4 households were displaced making a total of 99 households displaced from a total of 860 rooms. Comparable data are not available from other sources responsible for demolition.

TABLE 11

Hotel and Lodging-house Rooms Demolished, 1975

No. of Rooms in Building	Public Action			Private Action			Total		
	Str.	Rms.	Units	Str.	Rms.	Units	Str.	Rms.	Units
1-25	2	23	0	0	0	0	2	23	0
26-50	5	193	0	1	28	0	6	221	0
51-75	0	0	0	1	42	0	1	42	0
76-100	2	187	0	1	92	0	3	279	0
100+	4	650	0	0	0	0	4	650	0
Total	13	1053	0	3	162	0	16	1215	0

Planning District Trends, 1968 - 1975

The value of statistics gathered in these reports is enhanced by their cumulative tabulation. Examining the data from 1968 onwards, it is noteworthy the while housing units added to the stock in 1975 amounted to about 19 percent of the total for the period, units removed were approximately 7 percent. Further, on a district by district comparison, it becomes clear that while the heaviest demolition has taken place in the Western Addition, Housing added has begun to balance the scale. Since preparations for clearance are virtually complete there, most activity in the district will consist of adding units. South Bayshore, currently suffering a deficit, will commence addi-

tion of housing during the next several years, and to some extent, the same will be true of the South of Market project areas. Diamond Heights, a project in which virtually no clearance was necessary has made the largest net contribution to the City's inventory, with private development in the Marina and Ingleside Districts following closely. For the most part, new housing gains and housing losses have been restricted to a few districts of the City that have had relatively large buildable sites, in part these have been furnished either in redevelopment project areas or in the last remaining undeveloped large parcels such as those found near Lake Merced. In the sixties, much older single family housing was replaced by low density apartment houses, but the incentive for this kind of replacement declined both as a result of economic factors and the passage of the more restrictive density requirements of the 1963 R-3 ordinance change. This tendency has been reinforced by recent rezonings and interim controls, actions that resulted from the concern felt by the residents of many neighborhoods which had felt the impact of higher density housing.

TABLE 12

Net Change of Housing Units
 Districts in Rank Order
 San Francisco, 1975

Rank	District Number and Name		Number of Units
1	13	Ingleside	830
2	7	Central	385
3	5	Western Addition	305
4	12	South Central	171
5	14	Inner Sunset	162
6	2	Marina	154
7	3	Northeast	132
8	15	Outer Sunset	86
9	1	Richmond	70
10	11	Bernal Heights	17
11	8	Mission	9
12	6	Buena Vista	3
13	4	Downtown	0
14	9	South of Market	-22
15	10	South Bayshore	-246
Total			2056

TABLE 14

Housing Units Certified Complete
 Districts in Rank Order
 San Francisco, 1975

Rank	District Number and Name		Number of Units	Percent
1	13	Ingleside	833	33.4
2	7	Central	389	15.6
3	5	Western Addition	388	15.6
4	12	South Central	176	7.1
5	14	Inner Sunset	171	6.9
6	2	Marina	155	6.2
7	3	Northeast	146	5.9
8	15	Outer Sunset	93	3.7
9	1	Richmond	83	3.3
10	11	Bernal Heights	18	0.7
11	8	Mission	16	0.6
12	6	Buena Vista	12	0.5
13	10	South Bayshore	10	0.4
14	9	South of Market	5	0.2
15	4	Downtown	0	0.0
Total			2495	

TABLE 17

Housing Units Demolished
Districts in Rank Order
San Francisco, 1975

Rank	District Number and Name	Number of Units	Percent
1	10 South Bayshore	256	58.3
2	5 Western Addition	83	18.9
3	9 South of Market	27	6.2
4	3 Northeast	14	3.2
5	1 Richmond	13	3.0
6	6 Buena Vista	9	2.1
7	14 Inner Sunset	9	2.1
8	8 Mission	7	1.6
9	15 Outer Sunset	7	1.6
10	12 South Central	5	1.1
11	7 Central	4	0.9
12	13 Ingleside	3	0.7
13	2 Marina	1	0.2
14	11 Bernal Heights	1	0.2
15	4 Downtown	0	0.0
Total		439	

TABLE 19

Planning District Trends, 1968 - 1975

Planning District	Completions Number	%	Demolitions Number	%	Net Change
1 Richmond	1364	10.1	411	7.1	953
2 Marina	1182	8.8	129	2.2	1053
3 Northeast	1235	9.2	320	5.5	915
4 Downtown	197	1.5	18	0.3	179
5 Western Addition	3097	23.0	2934	50.5	163
6 Buena Vista	252	1.9	169	2.9	83
7 Central	2245	16.6	73	1.3	2172
8 Mission	363	2.7	248	4.3	115
9 South of Market	280	2.1	327	5.6	-47
10 South Bayshore	333	2.5	854	14.7	-521
11 Bernal Heights	89	0.7	31	0.5	58
12 South Central	583	4.3	89	1.5	494
13 Ingleside	1058	7.8	44	0.8	1014
14 Inner Sunset	767	5.7	98	1.7	669
15 Outer Sunset	447	3.3	69	1.2	378
Total	13492	100.0	5814	100.0	7678

Source: Changes in the Housing Inventory 1968 - 1975